

# Island Road ~ Wilderness Trail Historic Bicycle Route

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1998 Leadership Kingsport  
Case Study

**ISLAND ROAD ~ WILDERNESS TRAIL  
HISTORIC BICYCLE ROUTE**

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# **ISLAND ROAD ~ WILDERNESS TRAIL HISTORIC BICYCLE ROUTE**

## **I. Introduction**

The Leadership Kingsport BIKES Team (Bicycling In Kingsport made Easy and Safe) proposes the following plan to designate, develop and promote a bicycle route in the greater Kingsport area. Section II provides details on the possible routes and Section III describes other regional plans that are related to this proposal. Section IV is a blueprint for securing funding, gaining support and obtaining official route designation and signage from State government. Plans for future development and enhancement of the bicycle route are presented in Section V and promotion plans are summarized in Section VI. Finally, Section VII presents the Team's recommendations for completing this project and making the Island Road ~ Wilderness Trail Bicycle Route a reality.

In developing this plan the BIKES Team identified several motivating factors:

- Bicycling is becoming increasingly popular as a form of exercise for health conscious Americans.
- Like many other communities, Kingsport's visioning process identified bikeways as an important quality of life issue.
- A unique opportunity exists in our region to build on projects that will promote tourism by tracing the historical trails and sites of the early pioneers.
- The State of Virginia has benefited from similar projects that promote outdoor recreational opportunities and tourism through biking trails.
- Our region can be a part of Tennessee's plan for establishing a biking route from one end of the state to the other and the State's related plans for developing more greenways and trails.

## **II. Proposed Bike Routes**

### **A. Exploring Area History by Bicycle – Example Route**

Our proposal for a bike route capitalizes upon the rich history of our region and the numerous historical sites in Kingsport, as well as the scenic beauty of our area. The following ride will take you to some of these historic sites and will let you visit some of the trails that Daniel Boone once blazed to open the western frontier for further settlement and trade.

Our trail begins at the Netherland Inn, which is also the proposed starting point of the automobile tour of the Daniel Boone Wilderness Trail Project. The Inn is listed on the National Register of Historic Places. William King of Saltville, Virginia bought the Netherland property that is located next to the Holston River in 1802. He constructed a Boat Yard on this site and hundreds of flatboats were built here, as King needed a means

of transporting his salt to areas further west. A boat dock was also established here and tons of cargo were transported by boats to ports as far away as New Orleans via the Holston-Tennessee-Ohio-Mississippi Rivers. About half of the property William King originally purchased was bought by Richard Netherland Sr. The Netherland Inn was built sometime between 1802 and 1818. It was constructed as a three-story building to serve as an Inn and tavern stagecoach stop. In 1818, the Inn became a stopping point on a route from Blountville to Knoxville. Initially there was one scheduled run per week but later this was increased to three times per week. Three Presidents are known to have patronized the Inn and tavern - Andrew Jackson, Andrew Johnson and James K. Polk. The Boat Yard and Netherland Inn location was a natural settlement point as it sat at the fork of the two branches of the Holston River, and water travel provided an easy means of transporting large amounts of cargo to points further west.

Once leaving the Netherland Inn and biking on the Greenbelt toward Kingsport you travel alongside Long Island, the sacred grounds of the great Cherokee Indian Nation. You pass a swinging bridge that provides access to the island. Relations between the Cherokee Indians and the settlers were not always peaceful as the Cherokees later sided with the British during the Revolutionary War. Long Island was the end point of the Great Road or Island Road for travelers coming from the Carolinas and Virginia.

At the end of the Greenbelt is the Exchange Place, also listed on the National Register of Historic Places. Exchange Place or James W. Preston's farm recaptures settlement life in the 1800's. Exchange Place received its name from the travelers and settlers "exchanges" of horses and currencies. The farm is complete with log cabins, its own schoolhouse, smokehouse, servant quarters and other out buildings. The Exchange Place sits at the base of Eaton's Ridge now known as Chestnut Ridge where another trail and early stagecoach route was used by travelers entering the Kingsport area.

From the Exchange Place you travel to the Bristol Highway (11W) which was known as the Island Road as it led to Long Island. Island Road became a major road that brought travelers and settlers to our area from the North and Virginia. Early users of this old animal trail included the earliest military leader of the area. In the 1760's Colonel William Byrd's army cut their way from Roanoke to Long Island on this trail. Colonel William Christian used the trail to move his troops in a campaign against the Cherokees in the 1770's.

Bikers will turn off 11W onto Bloomingdale Road, which was once the Great Warriors Path that the Indians used as a pathway to Long Island for their yearly gatherings. Turning onto Lucy Road and then onto East Carters Valley Road bikers will find themselves in a beautiful country valley covering a route many early travelers used in their trek further west.

In a short distance you arrive at Captain John Anderson's "Blockhouse" and the beginning of the Wilderness Road. The Blockhouse was built around 1777 and probably resembled a small fort-like structure. The Blockhouse sat at the end of any civilization in

the area and at the beginning of the great wilderness. The Blockhouse served as a safe haven for travelers to assemble until their number was large enough to be able to defend themselves against the Indians as they traveled into the wilderness and further west. In 1775, Daniel Boone was commissioned to build a road into the western lands (Kentucky). He gathered a party of 30 armed and mounted ax-men and set out from this Blockhouse to begin the task of making animal trails passable for a distance of two hundred miles into the unsettled Kentucky country.

From the Blockhouse riders have a choice of two routes. They can continue on Wilderness Road and over a swinging bridge or continue on East Carters Valley Road. Either route will lead onto Wadlow Gap Road heading back to Kingsport and the Greenbelt.

## **B. Alternate Routes**

The BIKES Team recognizes that there are many considerations, such as development concerns and safety issues, that must be resolved before an official route is selected. Each of the following proposed routes offers advantages and disadvantages. Final selection of a route will be done through the coordinated efforts of City and State officials and interested citizens.

Listed below are three possible routes as researched by the group. These are presented for future consideration so that the most appropriate route(s) or any combination may be selected or incorporated into a larger bike route plan. The common thread for each alternative is that it connects the Greenbelt in Kingsport to the Block House in Virginia. Each alternative is depicted on the accompanying map by a particular color code.

### **1. Great Indian Warrior Path (Blue, 9.5 miles)**

This alternative extends from the Greenbelt/11-W connector east to the intersection of Bloomingdale Pike with State Highway 11-W. Existing shoulders on either side of 11-W are adequate for bike travel. Three bridges spanning Reedy Creek would require widening and there is no signalization at the Bloomingdale Pike/11-W intersection. The eastern two-thirds of Bloomingdale Pike heading west are scenic but would require significant funding to establish a bike lane due to the terrain and relocation of the drainage ditches. Once the intersection with Lucy Road is reached, the remainder of this route could be incorporated with a portion(s) of the other alternatives, ultimately leading to the Block House.

### **2. Wadlow Gap Route (Purple, 5.4 miles)**

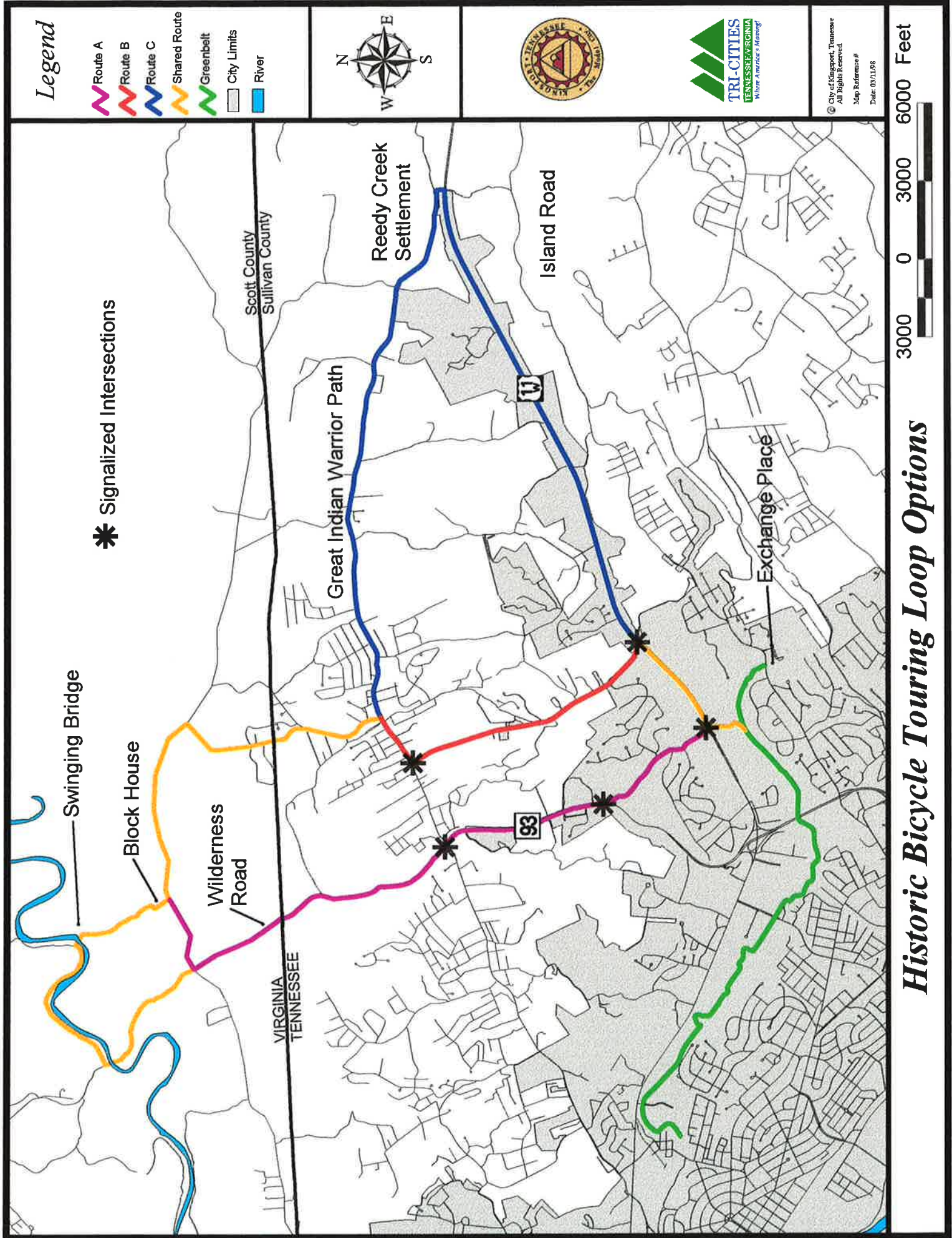
This particular selection would also begin at the proposed Greenbelt/11-W connector. From there it would proceed north through the proposed Crown Point development, connecting with an existing park in Preston Forest and continuing

along Suffolk Street to the cul-de-sac where it would veer to the right along Leslie Branch creek. From there it would connect with an existing graveled path on the Sullivan North High School grounds. An arrangement with the school would need to be reached. The route would then continue along John B. Dennis Highway north from the signalized intersection for the High School towards Bloomingdale Pike where existing shoulders are wide enough to facilitate a bike lane. From Bloomingdale Pike north to the Virginia State Line, a project is proposed to widen Wadlow Gap Road. The State is in the process of receiving public input relating to the project. Our group will be represented to influence the incorporation of a bike lane into the development plan for this road-widening. Once the Virginia line is reached, unimproved shoulders (non-paved) exist that could accommodate a bike lane. Two options are available from this point: (1) access to the Block House can be achieved by heading east on East Carters Valley Road, or (2) one can continue north on Highway 701 (Wadlow Gap Road) to and turn right (east) to the swinging bridge which would lead you across the North Holston River back to the Block House.

### **3. New Beason Well Road Route (Red, 7 miles)**

This route utilizes 11-W east to the signalized intersection with New Beason Well Road which extends north to Bloomingdale Pike. This section has unimproved shoulders that could easily accommodate a bike lane. Upon reaching Bloomingdale Pike, the route would turn right (east) where some shoulder exists that is already paved. Continuing to Lucy Road, some improvements would have to be made to accommodate a bike lane and address safety concerns. Heading north on Lucy Road to Fleming Road would require some improvements, but it can be accomplished with some creativity. Fleming Road traverses a scenic stretch upon entering Virginia, however, the street needs resurfacing. As you arrive at East Carters Valley Road you will find yourself in a scenic valley heading west toward the Block House. From there, again, you may chose to continue north to the swinging bridge or resume your trek along East Carters Valley to Wadlow Gap Road which will take you back to the Greenbelt.





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Map Reference #  
Date: 03/11/98

### **III. Related Development Projects**

#### **A. The Daniel Boone Wilderness Trail Project**

The Daniel Boone Wilderness Trail Association, Inc. was formed to identify, preserve and promote historical sites along the Daniel Boone Wilderness Trail pathway beginning from Long Island or possibly The Netherland Inn to the Cumberland Gap State Park. The project is expected to kindle regional tourism and economic development as a result of its vast educational and recreational opportunities.

Association plans include the development of brochures, presentations to civic and community groups, trail signage, and partnerships with local schools and the National Forest Service. Additional plans call for creation of a trailhead including a Daniel Boone Museum and the development of self-guided tours for biking, hiking and driving and the creation of a replica of a 1700's blockhouse at the John Anderson Blockhouse site. Financial support is dependent upon membership contributions, private gifts, fundraising activities and civic group contributions.

The Wilderness Trail project was a major influence on the BIKES Team decision to lay the groundwork for a biking loop in the Kingsport area. The bicycle route would be a natural extension and addition to the Daniel Boone Wilderness Trail Project. Daniel Boone's name brings instant recognition and interest to the mind of a visitor. The Kingsport and surrounding area is rich in the history of Boone's travels and in historically significant sites where one can appreciate the events and lives of the early pioneers as they settled and moved through the area to the western frontier. Our biking route touches upon all of these.

#### **B. The Virginia Creeper Trail**

The Creeper Trail is a fine example of what can be realized by developing idle and abandoned land into scenic and recreational activities. The trail was developed along abandoned railroad property. The trail is a multiple use trail for hiking, biking and horses. The trail is 33.4 miles long, extending from Abingdon, Va. To the Virginia/North Carolina stateline.

The trail began as an Indian footpath and was later used by early pioneers including Daniel Boone. In 1907, the Virginia-Carolina Railroad was constructed from Abingdon to Damascus. Later the line was extended into North Carolina. The railroad carried lumber, iron ore, supplies and passengers. The railroad fell into financial trouble during the Great Depression and never recovered. The last train ran on the line on March 31, 1977 and the line once again returned to a quiet trail.



The trail got its name, Virginia Creeper, from the early steam engines as they struggled up the steep grades.

Abingdon and Damascus took over the trail right-of-way between the two cities although much of the land is privately owned. About 16 miles of the trail is publicly owned and is part of the Mt. Rogers National Recreation Area.

It was estimated that the Trail contributed heavily to attracting 50,000 tourists to the area last year. The Creeper Trail demonstrates that existence and promotion of such trails can attract visitors and help create economic development.

### **C. The 504-Mile Tennessee Statewide Bike Route**

On October 3, 1996, Gov. Don Sundquist announced the creation of a bike route running east-west through Tennessee connecting the banks of the Mississippi to the foothills of East Tennessee. Following US11 W and US70 the bike route will run from Bristol to Memphis, through 21 counties.

The plan will allow Tennesseans to enjoy the great outdoors and to explore our state and enjoy its natural wonders.

The route will be built in phases over the next 12 years and be funded by both private and public money. Estimated cost over the next 12 years is \$56 million. The first phase will comprise 73 miles and be ready for use in a few months. The second phase includes 33 miles currently being designed by DOT planners which will include the bike plans. The third phase, 398 miles, will include road sections that need improvement (widening) and will be completed as road improvements are scheduled. Gov. Sundquist states that when this east-west route is combined with the existing five bike routes, Tennessee will have one of the best biking networks in the country.

In a related initiative, the Governor is developing a Statewide Greenways and Trails Plan through a partnership between the Tennessee Department of Environment and Conservation Recreation Services Division, the National Park Service's Rivers, Trails and Conservation Assistance Program and local development districts.

The Governor's Greenways and Trails Plan could have a major positive impact on the creation and development of local biking routes. Many existing roads, highways and bridges along the proposed routes would need to be widened to safely accommodate bicycle traffic. Long range planning opportunities may be able to tie to the Governor's Plan.

The above projects serve as examples for our biking project. Our proposed biking route is not an end to itself; it is merely a small step in a future vision of, what could be. Perhaps it can serve as a wake up call to our community. Look around - its happening all around us - other cities, other communities, other towns, other states. They are developing major

outdoor recreational activities. Many of these involve trails - hiking, biking and driving. These trails not only provide opportunities for recreation and well being but if you have the right ingredients visitors will come. According to Mary Steadman, the marketing studies tell us visitors come here for three reasons: 1) Scenic Beauty, 2) Outdoor Recreation, and 3) Our Rich History.

#### **IV. Official Designation of Bicycle Route**

##### **A. Contacts for the State of Tennessee**

- William R. Jacobs  
Bicycle & Pedestrian Coordinator  
State of Tennessee Department of Transportation  
(615) 741- 5310  
Nancy Sartor, (615) 532-3632
- Alison Brayton  
Tennessee Development, Specializing in Rails to Trails  
(615) 532-0755
- Mark Best  
Regional Traffic Engineer in Knoxville  
(423) 549-9170
- Bill Albright  
Transportation Planning Coordinator with the City of Kingsport  
(423) 229-9487.

##### **B. Contacts for the Commonwealth of Virginia**

- Bill Sullivan  
Regional Traffic Engineer  
(540) 346-1911
- Michael Branham  
Regional Engineer  
(540) 669-6151

According to Bill Jacobs, TDOT, if a community wishes to designate a road or various roads as a bicycle route then the city or county, depending on who has jurisdiction must approve the route in the legislative body. If the route is also a state route then the Regional Traffic Engineer must also give approval. Mr. Jacobs suggests that low volume roads be selected when possible.

The signs must meet state and national guidelines. The signs are paid for by the local government or community groups, unless the local government applies for a Federal Enhancement Grant administered by the State of Tennessee. (See Application in Appendix A). This grant pays for up to 80% of the project upon completion of the

project, with the local government matching 20%. Enhancement grants are appropriate for such projects as the Greenbelt and Rails to Trails.

In Southwest Virginia, all bicycle route projects are coordinated through Bill Sullivan, the resident engineer in Jonesville, VA. Virginia has also used the Enhancement Grants in towns or counties. The requirements are basically the same as in the State of Tennessee. Currently, there are several Enhancement Projects in Lee County, Buchanan County, and Giles County.

## **V. Future Development and Enhancement of Bicycle Route**

As discussed in Section II, there are several alternatives for the proposed bicycle route. The selection of the preferred route is dependent upon resolving several of the issues that are described in the following summary.

### **A. Improvements to Access Points and Intersections**

- Establish Greenbelt connector to 11-W on eastern end by considering an extension of the Greenbelt along Leslie Branch toward proposed intersection in conjunction with Crown Point Development. Riders that choose to do so may take a side-trip to the end of the Greenbelt and visit the Exchange Place before continuing on to follow the route to 11-W.
- From the 11-W connector heading east, if the route extends to New Beason Well Road, no improvements are required due to signalization at the intersection. If the route's eastern terminus is Bloomingdale Pike, cyclists on the south side of 11-W will have to cross the 4-lane divided highway at their discretion.
- The intersection of Bloomingdale Pike and Lucy Road will require upgrading because there is no signalization and a poor line of sight
- If we are to consider our plan in relation to the Governor's Bike Trail and use the Greenbelt as a route through Kingsport, then a western access will need to be addressed. A logical connection with the Governor's proposed bike path along 11-W would be to direct the route onto Netherland Inn Road to the western terminus of the Greenbelt at the confluence of the North and South Forks of the Holston River, providing riders a scenic view of Historic Rotherwood Mansion.

### **B. Resurfacing and Widening of Road Shoulders**

- If route along 11-W extends beyond New Beason Well Road to Bloomingdale Pike, three bridges crossing Reedy Creek will need the outer shoulder widened to accommodate bicycles.
- In the proposed plan for widening Wadlow Gap Road from Bloomingdale Pike north to the Virginia State line, there are no provisions for a paved shoulder. Currently, the plans call for a curb and gutter with a 9-foot grassed shoulder. The State needs to be

influenced to either shift the curb and gutter to accommodate a bike lane or establish a separate paved bike lane on the 9-foot shoulder.

- Considering the secondary roads (Bloomingdale Pike, Lucy Road, Fleming Road, East Carters Valley Road and Beason Well Road), if a bike lane can be constructed without necessitating the repaving of the entire road, then only Fleming Road (Virginia portion) would need to be resurfaced. Excluding a small portion of Bloomingdale Pike, all of the road shoulders would have to be widened to accommodate bikes.
- Currently on the City's Capital Improvement Projects list is the 3-laning of Netherland Inn Road from 11-W to Rotherwood Estates. Adding a bike lane could be a valid recommendation.
- Netherland Inn Road bridge has recently had the concrete decking replaced and is set to undergo rehabilitation of the superstructure. Unfortunately, neither of these projects has taken into account any widening that is necessary for the safe passage of bicycles.

### **C. Process for Influencing TDOT, VDOT and Local Governments**

#### **1. Long Range Planning Opportunities**

- Anticipate the development of Crown Point, which has a Greenbelt extension incorporated into its development plan.
- Incorporate relevant portions (Netherland Inn Road and bridge, Greenbelt and 11-W) into Governor's Bike Trail plan.
- Influence inclusion of bike lane into Wadlow Gap widening plan.
- Get projects involving county roads onto respective lists so County Road Commissioners may work them into their priority schedules.
- Continue support of Greenbelt completion.

#### **2. Important Contacts**

- Bill Albright, City of Kingsport Transportation Planner
- Kitty Frazier, City of Kingsport Parks and Recreation
- Bill Jacobs, TDOT
- Nancy Sartor, Tennessee Department of Transportation(TDOT)
- John R. Lesuer, Sullivan County Road Commissioner
- Paul Salyers, Scott County Highway Department
- John Gould, City of Kingsport Transportation Manager
- Dick Burrow, Kingsport Bicycle Association
- Local bike shop owners (Larry's Cycle Shop, Rock 'N Road)
- Governor's representative
- Kingsport Tomorrow Task Force

#### **3. Gaining Support**

- Emphasize access to development, historic sites and proposed and existing trails
- Attend public meetings and express ideas
- Submit correspondence endorsing project(s) by appropriate partners
- Promote idea through Kingsport Tomorrow Task Force, Governor's Bike Trail Program and media contacts
- Approach local governmental entities with a detailed plan
- Use multi-media package to promote concept

#### **4. Securing Funding**

- Influence TDOT to realize importance of incorporation of bike lane into road design plans from a fiscal and recreational standpoint
- Address local governing bodies (Kingsport BMA, Sullivan County Commission, Scott County Commission)
- Pursue grant opportunities (ISTEA, etc.)
- Piggyback on Governor's Bike Trail Plan

#### **VI. Promotions Plan**

The goal of the initial promotions plan for the proposed bicycle route is threefold:

- To create frequent publicity opportunities to promote the bicycle route
- To promote frequent use and develop public familiarity with the route
- To maintain active advocacy (and thus public and official awareness) by lobbying for representation on state councils and tourism associations

Initially, a press conference should be held to announce the opening of the trail. Participants in the press conference should include organizers of the Island Road Bicycle Route, officials of the Daniel Boone Wilderness Trail Association (DBWTA), the governor of Tennessee or a representative from his office (to tie in with the state initiative on Greenways and Trails), and local and regional representatives of Tennessee and Virginia tourism associations.

Foundational literature also needs to be created and ready for distribution when the trail is officially opened. The brochure should note such items as directions for the trail, riding conditions, access to restaurants and rest rooms, and historic and scenic points along the trail. It should be distributed at tourism drop points throughout the region, drop points for the DBWTA, area hotels, bed and breakfasts, campsites, and historical sites-particularly the Netherland Inn.

An effort should also be made to be included in related state literature and brochures. The process could begin by contacting the bicycling coordinator for the Tennessee Department of Transportation.

In addition to being included in state literature, the bicycle route needs personal representation at the state level. Organizers need to lobby for membership on the Governor's Council on Greenways and Trails, and other organizations that can help promote the trail.

Trail advocates should organize a speaker's bureau and develop a presentation that will vividly present the story of the trail to civic groups, governmental agencies and interested parties.

Creating opportunities for use of the trail is a critical aspect of promoting the trail. The Kingsport Bicycle Association could play a major role here, by promoting an inaugural bicycle ride sponsored by the association. Publicity for the event could be generated through the newspaper, and radio and television public service announcements. After the initial year, the event could become an annual ride. The purpose would be twofold:

- To promote the Island Road Bike Route
- To identify potential new members for the Kingsport Bicycle Association.

Another "ride" opportunity for the trail would be to secure a sponsor and create a family Fun Fest event. The purpose of the event would be to encourage family rides along the trail. Related activities during the event could help familiarize families with the associated history of the trail, and with bicycle safety tips.

The "ride-a-thon" concept also provides opportunity to use the trail. In this instance, trail supporters could tie-in with an area hospital to create a fundraiser ride to support causes like the muscular dystrophy campaign or cancer prevention and awareness.

Growing use of the Internet provides a promotional avenue as well for the Island Road Bike Loop. Organizers should create a website which links to tourism web sites, city parks and recreation websites and other related state sites.

Finally, a membership association could be created for the bicycle route. A five dollar (\$5) donation could put an individual on a mailing list for the association, which would keep members informed about upcoming events. Possibly, the association could grow to the point where funds could also be used for beautification and maintenance projects. This points out the potential for another relationship that could generate publicity for the trail – a partnership with Kingsport Tomorrow/Clean Kingsport, which would help preserve, maintain, and beautify the bicycle route.

## **VII. Team Recommendations for Project Completion**

In 1996, Kingsport Tomorrow, the citizen organization charged with advancing the community's vision of the future, identified "a network of sidewalks, bikeways, greenbelts and trails" as an essential need for our region. The City of Kingsport has also

embraced this vision for our community. It is recommended that this project be turned over to Kingsport Tomorrow and the appropriate departments of City Government. Members of the BIKES Team will work through these organizations to make the Island Road ~ Wilderness Trail Bicycle Route a resource for our region.

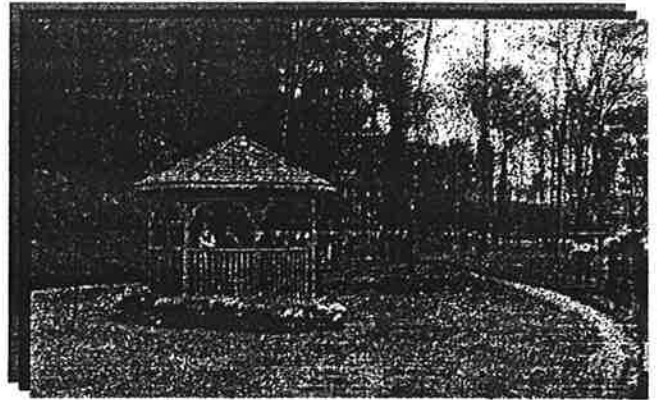
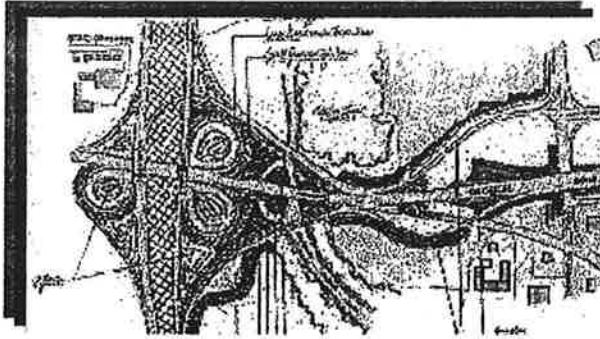


## **Appendix A**

### **Tennessee Department of Transportation Enhancement Application**

# TENNESSEE

## DEPARTMENT OF TRANSPORTATION



# ENHANCEMENT APPLICATION

## 1999

**TENNESSEE DEPARTMENT OF  
TRANSPORTATION**

**TRANSPORTATION ENHANCEMENT  
PROGRAM**

**FISCAL YEAR 1999**

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## **PART I**

### **PROGRAM AUTHORITY, ELIGIBILITY AND FOCUS**

The 1991 Intermodal Surface Transportation Efficiency Act (ISTEA) offered increased flexibility and new opportunities for states and local governments to manage their transportation programs. ISTEA also reflected the growing awareness of environmental concerns and provided a means of financing activities that go beyond the traditional elements of a transportation improvement project.

Transportation enhancement activities, Section 1007(c), are funded under the Surface Transportation Program (STP) by setting aside ten percent of each state's STP allocation for enhancement activities. In Tennessee, this amounted to \$7.5 to \$8 million annually through FY 1997. For Fiscal Year 1998, the allocation was reduced due to the lack of new legislation at the national level, and we have no hard information at present concerning the future of the program.

However, we are choosing to act on the belief that new legislation will continue this program substantially as it has existed over the life of the ISTEA and are soliciting applications accordingly.

The Tennessee Department of Transportation developed a program of transportation enhancement activities with the goal of adding community and environmental value to our transportation system. Local communities across the state have built on the state-established programs to provide a "quality of life" benefit to all of the citizens of Tennessee.

#### **Transportation Enhancement Advisory Committee**

In keeping with the spirit and intent of ISTEA, the Department has established an advisory committee made up of representatives from appropriate state agencies and other organizations to advise the Department on the scope and direction of the overall enhancement program. TDOT views this as an evolving process to get maximum

statewide benefit from blending state and local initiatives covered under this program.

### **State Focused Programs**

The cornerstone state enhancement activity was the Bicentennial Mall constructed north of the State Capitol as a pedestrian mall to focus on the 200th celebration of Tennessee's statehood. In addition, the following state programs have been undertaken:

**Gateways Program** - This program was aimed at the scenic enhancement and landscaping of the major entrances to the state. Concentration was on the interstate system and its welcome centers and rest areas. The landscaping plan consisted of wildflowers, trees, shrubbery, annual flowers, and select clearing of existing roadsides to enhance the existing landscape.

**Bicycle Program** - This program established the criteria and basis for designating a system of state highways and other roads that were compatible to sign as state bicycle paths. This concept was to link our communities together and serve other areas of interest, such as state parks, historical attractions, and other recreational areas. Local communities are encouraged to develop local bikeway plans to complement the statewide bikeway effort.

**Historical Programs** - The Department has worked with the Tennessee Historical Commission to develop the focus of this program, which funded the production of a Passport to Tennessee History.

**Bicentennial Greenways Program** - On May 3, 1996, Governor Sundquist announced the formation of a Tennessee Bicentennial Gateways initiative that approved more than 200 miles of greenway-type projects by the end of our bicentennial year. Although our bicentennial year has come and gone, applicants are urged to continue reviewing their greenway opportunities as they develop their applications.

**Statewide Wildflower Program** - The Bicentennial Act of 1993 directed the Department of Transportation to plant wildflowers in its medians. With the unwavering support of First Lady Martha Sundquist, the department is now embarking on a

statewide wildflower program that should enhance the natural beauty of our interstate system.

### **Local Focused Program**

Local communities are encouraged to carefully review the list of eligible transportation enhancement activities and develop projects that will provide benefits to the local area and contribute to the statewide goals of this program.



## **PART 2**

### **APPLICATION GUIDELINES**

#### **GENERAL INFORMATION**

Applications must be submitted by local governments (cities or counties), commissions established by local governments, or other state agencies. Local governments may work with other public agencies or private organizations, but TDOT will only contract with a local government, local commission or state agency. Local governments will be required to designate a Project Manager.

**Projects that are within a Metropolitan Planning Organization (MPO) will require the endorsement of the appropriate MPO.**

On all enhancement projects, the applicant will be responsible for ensuring all state and federal regulations are met, including environmental assessments, permits, etc. The TDOT staff will be available to provide guidance in these areas.

Applications will be accepted through July 1, 1998 for current funding balances and FY 1999 funds. If an applicant is submitting more than one application, they should be ranked in order of priority. Applications received later than July 1, 1998 with a postmark of later than midnight July 1, 1998, will not be considered for funding in the current year. They will, however, be held for review in the next round of applications.

Transportation enhancement activities can be separate projects in and of themselves or can be a part of any transportation project being developed. In either case, the transportation enhancement activity must relate to the intermodal transportation system in function, proximity or impact. For clarification, the FHWA has removed the proximity test from eligibility item number five, Historical Preservation. Beginning in fiscal year 1998, historical preservation projects were required to have a direct connection to the transportation system. Please address this direct connection in your application. Historical preservation proposals that do not demonstrate a direct connection will be rejected.

## **ELIGIBLE ACTIVITIES**

Eligible transportation enhancement activities must fall into one or more of the following categories as defined by federal legislation:

1. Provision of facilities for pedestrians and bicycles. (Note: These facilities must provide an alternative transportation system. Internal park trails that are recreational in nature should not be submitted under this category.)
2. Acquisition of scenic easements and scenic or historic sites. (By long-standing policy, TDOT does not fund these projects)
3. Scenic or historic highway programs. (Must be part of a designated system of historic or scenic highways)
4. Landscaping and other scenic beautification. (Landscaping must be directly connected to a transportation facility)
5. Historic preservation (must be on or eligible for the National Register of Historic Places and must have a direct connection to the transportation system.)
6. Rehabilitation and operation of historic transportation buildings, structures or facilities (including historic railroad facilities and canals). (Must be on the National Register of Historic Places)
7. Preservation of abandoned railway corridors (including the conversion and use thereof for pedestrian or bicycle trails).
8. Control and removal of outdoor advertising.
9. Archaeological planning and research.
10. Mitigation of water pollution due to highway runoff.

### **Project Funding**

Up to 80 percent of a transportation enhancement project can be financed with federal STP funds. A minimum of 20 percent must come from other sources. No in-kind contribution to the matching requirements is permitted. Project applications will be accepted from city and county governments and other state agencies. Commissions formed by local governments may be eligible to apply depending on the circumstances of their creation.

**The Transportation Enhancement Program is a reimbursable program and does not provide funding for planning, preliminary engineering or right-of-way acquisition. By long-standing policy, the program does not fund non-transportation-related items such as picnic tables, benches and gazebos.**

The successful applicant will be required to clear the project environmentally, acquire the land necessary for the construction of the project and make provision for the adjustment of any affected utilities before authorization to proceed with the construction phase is given. Once construction activities are authorized, the recipient will be required to pay the expenses incurred. Reimbursement will be provided based on the submission of itemized invoices and copies of canceled checks paying the same. These billings will be accepted no more often than monthly.

Whereas, the recipient may work with private organizations and individuals in carrying out the project, the recipient agency remains responsible for the project. This responsibility includes reimbursing all funds distributed should such reimbursement be determined necessary. If the recipient decides not to complete a project, the applicant will reimburse all federal expenditures to the Department of Transportation.

The following application form has been developed as a guide for local governments and other state agencies to follow in applying for funding under this program. The original application and one copy should be submitted to:

Mrs. Nancy Sartor  
Tennessee Department of Transportation  
Program Development and Scheduling Office  
James K. Polk Building, Suite 600  
Nashville, Tennessee 37243-0341  
Phone Number (615) 532-3632  
FAX (615)741-9673  
Email: [nsartor@mail.state.tn.us](mailto:nsartor@mail.state.tn.us)

APPLICATION TO THE TENNESSEE DEPARTMENT OF TRANSPORTATION for the  
TRANSPORTATION ENHANCEMENT PROGRAM

Project Title: \_\_\_\_\_

Amount of Transportation Enhancement Funds Requested: \$ \_\_\_\_\_

(Federal (80%) TEP Funds)

Applicant:

Name of City/County or  
State Agency:

Address: \_\_\_\_\_

Contact Person: \_\_\_\_\_

Phone Number: \_\_\_\_\_

Other Participants:

If the local government expects to subcontract any work, other than by competitive bidding, or if the project facilities are to be owned, operated or maintained by other than the local government, please provide the following information. (If more than one such organization, please attach a separate sheet.)

Organization Name: \_\_\_\_\_

Address: \_\_\_\_\_

Contact Person: \_\_\_\_\_

Phone Number: \_\_\_\_\_

Summary of Organization's Role in the Project: (Please provide details in Section 1.)

I hereby certify that, to the best of my knowledge, the information submitted with this application is accurate and that funds are available for the local share of the project as described herein.

Signature: \_\_\_\_\_ Date \_\_\_\_\_  
(Mayor, County Executive or Agency Head)

## **SECTION 1. ENHANCEMENT ACTIVITY NUMBERS**

Identify your proposed type of project by circling all numbered categories that you believe appropriate. Refer to the project categories listed on page 7.

1      2      3      4      5      6      7      8      9      10

## **SECTION 2. PROJECT DESCRIPTION**

Please describe the proposed project, including the purpose, scope of work and how it will be operated and/or maintained. Please attach a map showing the project location along with any available plans, drawings or cost estimates. Identify the eligible activity(ies) which you believe are appropriate for this project.

## **SECTION 3. PROJECT BUDGET**

Please complete a detailed budget for the proposed project.

It is important that you include all funds that are committed to the project regardless of the federal funds requested. Funds committed in excess of the minimum matching requirements will be an important factor in evaluating the local support for the project. Funds for planning, environmental assessment, and plans preparation will be the responsibility of the applicant. Break the budget into reasonable detail. For instance, trail construction might be broken into separate line items for grading, drainage, pavement, striping, signing, landscaping and lighting.

## **SECTION 4. ESTIMATED ANNUAL OPERATING AND MAINTENANCE COST**

Please list below the estimated annual costs to operate and/or maintain the project for the purpose described in Section 2 above. Please include any services or materials that you expect to be donated and identify the source. Also, please attach any

available documentation that indicates how certain you are that the needed financial support will be available.

a. Annual Operating Costs (by Source of Funding)

<u>Major Cost Items</u>	<u>Estimated Costs</u>	<u>Source of Funding</u>
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b. Annual Maintenance Costs (by Source of Funding)

<u>Major Cost Items</u>	<u>Estimated Costs</u>	<u>Source of Funding</u>
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## **SECTION 5. SUPPORT AND COMMITMENT**

Please describe the support (local and statewide) and commitment for the proposed project and attach any available documentation.

Be sure to address, at least, the following: Is the project consistent with the local and regional land use and transportation plans? Is the project supported by community groups with a specific interest in these types of projects? Does the project help support (or is it supported by) other community projects?

## **SECTION 6. ENHANCEMENT OF THE TRANSPORTATION SYSTEM**

Please explain the ways that the proposed project would enhance the local or state transportation system. Explain the areawide or statewide contributions and new opportunities for innovation, diversity, or creativity in integrating our transportation systems into the community or surrounding environment. Please be as specific as possible.



## **SECTION 7. ECONOMIC DEVELOPMENT**

Please explain how the proposed project would contribute to economic development in your community and/or the state. Please be as specific as possible, and address both immediate and long-term impacts.

## **SECTION 8. OTHER DIRECT AND INDIRECT BENEFITS**

Please respond to the following questions and provide any other information related to the direct and indirect benefits of the proposed project. If exact numbers are not available, please estimate. If the question is not applicable to your project, please show "N/A."

1. What will be the direct benefits of the project other than these described above in Sections 6 and 7?
2. How many people (annually) will actually use or benefit directly from the proposed project?
3. How many of these people will have to pay to use or benefit directly from the project? If any, please explain, including the amount of any fees or charges.
4. What types of indirect benefits will be received by people other than direct users?

## **SECTION 9. IMPLEMENTATION**

Please describe the major steps that would have to be accomplished before the project could be implemented and estimate how much time will be needed for each step. Also, describe any major problems or impediments that may be beyond the control of local governments. If this proposal is a phase of a larger project, explain how the phases are to be developed and how this project will complement other phases.

## SECTION 10. ENVIRONMENTAL CHECKLIST

If any of the following facilities or economic, social, and environmental categories are affected or located within the project area, place an "x" in the blank opposite the item. Provide a brief explanation of the potential impact of the project on each item checked.

1. Agricultural land usage .....
2. Airport (existing or proposed) .....
3. Commercial area, shopping center .....
4. Floodplains .....
5. Forested land .....
6. Historical, cultural, or natural landmark .....
7. Industrial park, factory .....
8. Institutional usages
  - a. School or other educational institution .....
  - b. Church or other religious institution .....
  - c. Hospital or other medical facility .....
  - d. Public building, e.g., fire station .....
  - e. Defense installation .....
9. Recreational usages
  - a. Park or recreational area .....
  - b. Game preserve or wildlife area .....
10. Residential establishment .....
11. Urban area, town, city, or community .....
12. Wetland, lake, pond, river, stream, spring .....
13. Hazardous Material Site .....
14. Other .....

**PART 3**  
**EVALUATION GUIDELINES**

**Criteria**

1. SUPPORT AND COMMITMENT
2. TRANSPORTATION ENHANCEMENT
3. CONTRIBUTIONS TO ECONOMIC AND TOURIST DEVELOPMENT
4. OTHER DIRECT AND INDIRECT BENEFITS
5. TIMELY IMPLEMENTATION AND ENVIRONMENTAL IMPACT

**Other Evaluation Criteria**

The above rating system may not be appropriate for evaluating all projects eligible for funding under the enhancement program. Other evaluation criteria to be considered are:

- Projects that provide a reasonable distribution of enhancement funds among the ten eligible activities identified in ISTEA.
- Projects which combine more than one of the ten eligible enhancement categories.
- Projects which contribute to a wide geographic distribution of available enhancement funds.

**Project Selection and Administration**

Final recommendations of projects and funding will be made to the Commissioner of Transportation after evaluation using the guidelines described. The

Governor will make the final selections.

The project announcements will be made by the Governor's office. Once these announcements are made, the Commissioner of Transportation will provide written confirmation, following which contracts will be transmitted to the successful applicants. The recipient will be responsible for administration of the project in accordance with federal and state requirements and any other special conditions as set forth in the contract. The recipient will be reimbursed for expenses incurred on a progress-billing basis throughout the term of the project. If the project exceeds the amount of the approved cost, the overrun will be the responsibility of the recipient.

### **Frequently Asked Questions**

#### **ABOUT THE APPLICATION**

- Q. Should I put the total cost of the project on the application?
- A. No. The actual application form, titled APPLICATION TO THE TENNESSEE DEPARTMENT OF TRANSPORTATION for the TRANSPORTATION ENHANCEMENT PROGRAM, should show the federal money you're requesting. In most cases, this figure will be 80% of the cost of the project.
- A. Our form of government allows our city manager to sign for the mayor. Can he sign the application?
- Q. No. The application must be signed by your mayor or county executive. In the case of commissions, it should be signed by the legal head of the commission.
- Q. How elaborate should we make our application?
- A. That's a local option, but remember that your application will be competing with many others. It's best to put your best foot forward. Pictures, maps, drawings and complete, accurate information help the evaluation process.
- Q. We're not sure exactly where our trail will be located. Is that a problem?
- A. Yes. Since trail projects must be a part of the transportation system, it is imperative that we know where your trail will be constructed. Include maps, and be sure to show the connections. State that your trail will allow school children to walk from home to school, or residents to walk from home to shopping opportunities, etc.

- Q. In the past, you've required an original and five copies of applications. Is that still true?
- A. No, we're trying to help local governments reduce the cost of applying. We are requiring an original and one copy of the applications only.
- Q. I know you say you want the applications by July 1. How firm is that date?
- A. If an application is received in this office later than July 1 and holds a postmark later than midnight July 1, it will not be reviewed for funding this year. We will, however, hold it for reviewing in the next round.

#### **ABOUT THE IMPLEMENTATION OF THE PROJECT**

- Q. I want to hire a consultant to design this project. Will my enhancement grant pay for his fees?
- A. **No. The program provides funding only for construction activities.**
- Q. I'll have to buy land on which to build my project. Will my enhancement grant pay for this?
- A. **No. The program provides funding only for construction activities.**
- Q. I already have a set of plans for my project and the land is owned by my agency. Once I've signed the contract, can I proceed with construction activities?
- A. No. This is federal money. Before you can spend federal money, you must have federal authorization to do so. In order to get federal authorization; you must clear the project environmentally. You must also certify to the Enhancements Coordinator that the land is either owned by your agency in fee simple or is irrevocably available for your use for at least ten years and that you've made provision for the adjustment of all affected utilities. Once these steps have been completed, the coordinator will send a letter authorizing you to proceed with construction. **If construction begins before this authorization is received, you will not be reimbursed for your construction-related expenses.**

- Q. How will I know if my application was not successful?
- A. The Enhancement Coordinator will write letters to those applicants whose projects are not chosen for funding.
- Q. My agency has little in the way of financial resources. Can we use labor provided by local community activists or groups to pay our matching share of the grant?
- A. No. At present, only cash match is acceptable. Since this is a reimbursable program, you will be reimbursed for 80% of the funds you spend. The other 20% will be the responsibility of your agency.

#### **Additional Information and Assistance**

**For more information on this program, please contact Mrs. Nancy Sartor at (615) 532-3632, FAX (615)741-9673, Email: [nsartor@mail.state.tn.us](mailto:nsartor@mail.state.tn.us)**